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## SECTION 3. COORDINATION OF LOCAL PLANNING

## 3.1 LOCAL FUNDING AND TECHNICAL ASSISTANCE

Since 1997, the Massachusetts State Hazard Mitigation Team (SHMT) has been providing grant funding

for local mitigation plans, formerly flood mitigation plans, and technical assistance. The SHMT started working closely with Massachusetts' communities in 1997 on local flood mitigation plans in accordance with the Flood Mitigation Assistance (FMA) program. This program provides annual funding, through the NFIP, for communities to develop local flood mitigation plans. In 1997, the state also hired a full-time mitigation planner to work on the State Hazard Mitigation Plan and to provide technical assistance, with other SHMT members, to communities working on FMA plans.

Massachusetts is one of a few states in New England that have a position solely dedicated to hazard mitigation planning. This planning position, State Hazard Mitigation Planner, has been expanded to provide technical planning

#### WHY THIS SECTION?

This section of the State Hazard Mitigation Plan meets the requirements of 44 CFR §201.4(c)(4)(i), which states the following:

Plan Content. To be effective the plan must include a section on the Coordination of Local Mitigation Planning that includes a description of the State process to support, through funding and technical assistance, the development of local mitigation plans.

assistance to regional planning agencies and communities that are developing hazard mitigation plans. The planner also is responsible to coordinate the update of the SHMP to meet DMA 2000 requirements.

This technical planning assistance has involved meeting with local officials and local planning teams to provide overviews of the hazard mitigation planning process and mitigation plan requirements, and descriptions of potential hazard mitigation measures.

# 3.2 MULTI-JURISDICTIONAL AND LOCAL HAZARD MITIGATION PLANS

As part of the Commonwealth's strategy to meet DMA 2000 requirements for hazard mitigation plans, the SHMT has invested in regional planning agencies (RPAs). The RPAs develop multi-jurisdictional or regional hazard mitigation plans and annexes for participating communities. In addition to the funding provided through grants, communities may also develop mitigation plans without FEMA mitigation funds, including individual communities that have used HMGP funds for plans developed by contractors. The Commonwealth provided the opportunity for every community to participate through one of the RPAs by providing funding through various federal planning grants. Examples include the following planning efforts reported in the 2010 SHMP:

- In 2002:
  - Cape Cod Commission (CCC)
  - Franklin Regional Council of Governments (FRCOG)
  - Metropolitan Area Planning Council (MAPC)
  - Southeastern Region Planning & Economic Development District (SRPEDD)
- In 2003:
  - Berkshire Regional Planning Commission (BRPC)
  - Northern Middlesex Council of Governments (NMCOG)

- Old Colony Planning Council (OCPC)
- In 2005:
  - Nantucket Planning & Economic Development Commission (NP&EDC)
  - Merrimack Valley Regional Planning Commission (MVPC)
  - Martha's Vineyard Commission (MVC)
  - Central Massachusetts Regional Planning Commission (CMRPC)
  - Pioneer Valley Planning Commission (PVPC)
  - Additional areas of the MAPC region
  - Two additional communities in the FRCOG
- In 2006:
  - Montachusett Regional Planning Council (MRPC)
  - Additional areas of the MAPC region
- In 2007:
  - All remaining communities in the MAPC region applied for planning grants.

The following additional planning efforts have been conducted since completion of the 2010 plan:

- In 2010:
  - MAPC (the Urban Core)
  - NMCOG
  - OCPC
- In 2011:
  - Town of Winchester
  - MVPC
  - BRPC
  - MRPC
  - University of Massachusetts Medical School
- In 2012:
  - PVPC (for multiple jurisdictions)
  - Town of Dartmouth
  - MVC
  - SRPEDD (for multiple jurisdictions)
  - BRPC.

To date, all communities in Massachusetts that have chosen to participate with an RPA have had an opportunity to begin or complete a multi-hazard mitigation plan.

# 3.2.1 Developing Local Mitigation Plans

At the end of the 2010 state planning cycle, there were about 130 communities in the process of completing a hazard mitigation plan. This category included conditionally approved plans and those under review. As of January 31, 2010, 58 communities in Massachusetts did not have a plan in place. Of those with no plan in place, 14 were not participants in the NFIP.

As of December 31, 2012, 39.3 percent of the Commonwealth had plans in place, 8.2 percent had conditional approval, 11 percent were approved by FEMA pending adoption, 6.5 percent were in review by MEMA, and 13 percent of the municipalities had expired plans. Figure 3-1 provides a breakdown of plans in place as of December 31, 2012.

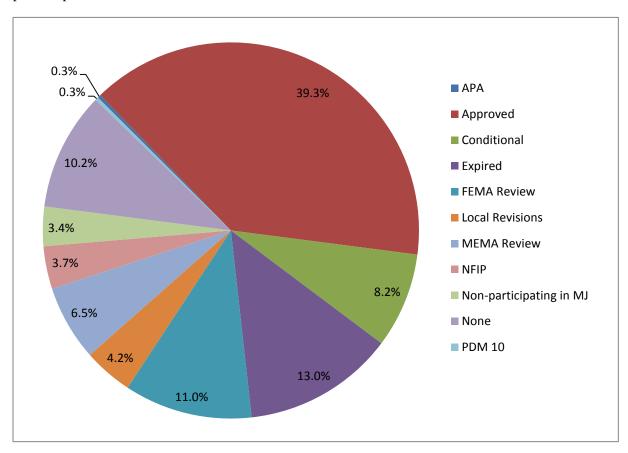


Figure 3-1. Mitigation Plan Counts by Community as of December 31, 2012

Historically, several of Massachusetts' universities and colleges have received FEMA Disaster-Resistant University planning grant funding and completed campus mitigation plans. Those funds are no longer available through the Unified HMA programs; however, many colleges have elected to pursue mitigation planning at the local and regional level as a part of the traditional Multi-hazard mitigation planning process involving the whole community. In addition to looking at their own vulnerabilities as institutions, the universities provide insight into the development of the Commonwealth's plan through subject matter expertise with respect to hazard information, strategy development, etc. Numerous subject-matter experts from public and private universities have participated in mitigation program implementation. Facilities and structures for institutions that are state-owned or operated are included in Division of Capital Asset Management and Maintenance data on which the risk assessment portion of this 2013 update is based.

The Commonwealth of Massachusetts also has two tribes within its boundary. One of those tribes, the Wampanoag Tribe of Gay Head, has a developed Tribal Hazard Mitigation Plan (direct with FEMA). The Mashpee Wampanoag Tribe does not have an approved plan.

# 3.2.2 Local Plan Updates

At the time of this plan's publication, several local mitigation plans have expired and have begun the update process. Fiscal Year 2010, 2011, and 2012 HMGP and PDM plan update grants have been awarded. At this time it is anticipated that the majority of plans expiring will be updated within a short period to ensure that continued mitigation efforts are in place and applicable for grant funding, as funding becomes available after plan completion and adoption. The SHMT is working to provide assistance to all communities and regions conducting a plan update.

## 3.2.3 Technical Assistance and Outreach

A noteworthy activity during the 2010-2013 update cycle is FEMA's mapping project throughout the Commonwealth. SHMT members have been deeply involved in this process, including attendance at discovery meetings and community meetings as maps are presented. As a result of map errors, the Commonwealth has had to devote resources to review maps and provide additional assistance to local communities. Due to involvement in FEMA's mapping project, the Commonwealth's general technical assistance on an ongoing basis has been less than what the Commonwealth would like to provide and has envisioned for future plan updates. Still, the state has increased its technical outreach compared to previous years.

#### WHY THIS SECTION?

This section of the State Hazard Mitigation Plan meets the requirements of 44 CFR §201.5(b)(4)(i), which states the following:

Demonstrate that the State is committed to a comprehensive mitigation program, which might include any of the following:

 A commitment to support local mitigation planning by providing workshops and training, State planning grants, or coordinated capability development of local officials, including Emergency Management and Floodplain Management certifications.

As is the case nationwide, most communities in Massachusetts do not have the staff capability to develop hazard mitigation plans without funding or technical assistance. In recognition of this reality, the SHMT developed a strategy consistent with the DMA 2000 to fund RPAs through the Pre-Disaster Mitigation (PDM) grant program and post-disaster funding available for hazard mitigation planning through HMGP. The RPAs have professional planners on staff with extensive knowledge of the communities in their regions. They provide a wide range of planning initiatives for local communities as discussed in greater detail in Section 4. The RPAs are customarily the entity that completes local and regional plans, so all plans—whether regional or single jurisdiction—are similar in layout and content.

Although most communities in the Commonwealth have joined forces with their RPAs for this planning effort, a number have decided to apply directly to FEMA through the state for funding to conduct their own planning process. A few jurisdictions have hired independent contractors to complete their plans. The SHMT works directly with those communities to assist them through the planning process. These plans are then to be integrated with any multi-jurisdictional or regional mitigation plan in place to remain consistent across the state.

#### General Technical Assistance to Local Communities

In support of enhancing planning initiatives statewide, MEMA and DCR staff provide varying types of technical assistance to the local communities:

- Site visits—one-on-one or planning teams
- Workshops
- Attendance at kick-off meetings
- Phone and conference calls
- Web-based meetings
- Emails
- Written correspondence
- Classroom settings
- Attendance at public meetings
- Samples and templates
- Publications, such as MEMA's info bulletins and newsletters, which are distributed regularly (examples are included in Appendix C).

# Mitigation Planning Areas for Which Assistance Is Provided

The following are the areas of mitigation planning in which technical assistance has been provided (non-inclusive, but most common areas where assistance was provided):

- Community Rating System (CRS) and Insurance Services Office (ISO) support and interface
- Update versus new plan—Differences between the two and what is needed?
- Kick-off meetings—Detailed process involved
- Public meetings—What fulfills this requirement?
- Meeting with local planning teams to assist with issue resolution
- Mitigation strategy development
- Gaining public input and participation
- Risk analysis
- Capabilities assessment
- Data gathering, sources
- Hazus development
- GIS mapping
- · Benefit-cost analysis development/training
- Planning team development—Who should be involved?
- NFIP requirements
- Repetitive Loss and Severe Repetitive Loss properties
- Funding sources
- Coordination with local planning mechanisms—What should be included?
- Review of plan drafts under development to handle any issues the jurisdiction experiences immediately rather than waiting until the plan is completed.

#### Samples/Documentation Provided to Jurisdiction at Onset of Planning Phase

At the beginning of a plan development or update, MEMA and DCR staff provide templates and information to assist each jurisdiction. Providing samples of previously approved annexes, plans, templates, etc. proved to be effective for many jurisdictions, especially those who were new to planning. Below are some of the examples provided:

- Plan review guide
- Planning guidance
- Risk analysis—samples of ways in which a risk can be analyzes
- STAPLEE worksheets
- Resolution for adoption
- NFIP guidelines/requirements
- Public meeting notice
- Newspaper ads announcing community meetings.

## Training and Workshops

The following are examples of trainings and workshops provided:

- Benefit-cost analysis
- G318 mitigation planning training
- · Risk analysis
- Hazus training (including sponsorship to EMI).

#### MEMA/DCR Staff Attendance at Non-State Workshops

MEMA and DCR staff attended numerous non-state-sponsored workshops, including the following:

- 2010, 2011, 2012—Association of State Floodplain Managers Conferences
- 2010, 2011, 2012—Benefit-Cost Analysis Training
- 2010—New England Mitigation Conference in Woodstock, Vermont
- 2011, 2012—Community Assistance Program; State Support Element Coordination Meeting.

#### Technical Assistance for Grants

During the PDM and HMGP application periods for disaster declarations DR-1895, DR-1959, DR-1994, DR-4028, and DR-4051, MEMA and DCR staff provided significant technical assistance to state agencies, local jurisdictions, and tribes for planning and project application. The staff provided any assistance requested by sub-applicants in order to complete a successful application. Estimates indicate that in excess of 200 individuals from various jurisdictions (cities, towns, planning commissions, and state agencies) received this type of training during the time period 2010-2012.

In July 2012, the MEMA Mitigation Unit expanded its staff to include two hazard mitigation grant coordinators. These coordinators have conducted over 25 formal grant briefings and informal technical assistance meetings with communities. The briefings consist of a two-hour presentation describing how mitigation is administered within Massachusetts.

In addition to the grant briefings, the coordinators have provided technical assistance in various settings. They hosted meetings in locations throughout the state for sub-applicants to discuss projects in development or ideas for projects within their communities. This "users-group" forum was very effective, as the discussions provided insight to attendees concerning different types of potential projects, as well as guidance and information on how to overcome any difficulties that may arise during project development.

The team has also visited sub-applicants at their locations, toured potential project locations to provide additional guidance on project eligibility, and assisted with developing benefit-cost analyses. Since July 2012, there have been over 30 such meetings, including communities such as Ludlow, New Braintree, Colrain, Winthrop, Shrewsbury, Framingham, Tolland, Essex, and Newbury.

In an effort to further enhance stakeholder involvement at the state and non-profit levels, the team has provided outreach specifically targeting state agencies, eligible non-profit organizations, and professional associations. Outreach has already been conducted for the Civil Engineers Society and is scheduled for the Climate Adaptation Workshop. There have also been project development meetings with fellow state agencies, including Mass DOT and DCR. The team has also worked to increase relationships with non-profit organizations such as Massachusetts Water Resource Authority and the Old Boston Statehouse.

Grant briefings and technical assistance meetings increase the visibility of mitigation programs throughout the Commonwealth and enhance sub-applicants' knowledge about program requirements. These enhancements will directly correlate to sub-applicants developing more complete and thorough applications. The improvements will also lead to more cost-effective projects that address and reduce vulnerability to hazards that the communities confront during a disaster event. This is especially important as the state gains enhanced plan status and increases the amount of funds available after a disaster incident.

As part of the Commonwealth's grant program technical assistance, a mitigation contract specialist conducts an initial site visit to review the state contract for every applicant and offer assistance with the following:

- Quarterly performance report
- Financial reporting
- Records retention
- OMB Circular A-133 \_Single Audit
- Budget concerns
- Time extensions.

These efforts educate sub-applicants on reporting requirements and answer questions they have, further enhancing the Commonwealth's ability to effectively and efficiently manage the grants. Since December 2010, the Commonwealth's Mitigation Unit has conducted numerous site visits and final close-out inspections. The contract specialists also attend grant briefings and technical assistance meetings with HMGP coordinators providing guidance to potential sub-applicants on state contracting procedures and the reimbursement process. The combined efforts of the HMGP coordinators and contract specialists provides communities with an opportunity to ask for guidance on the entire process from application to final close-out. This increased participation helps sub-applicants better understand the process and have greater ease in navigating the reimbursement and close out.

# Technical Assistance for National Flood Insurance Program: Community Assistance Visits and Community Assistance Contacts

As flooding is one of the primary hazards in Massachusetts and one of the hazards for which the greatest amount of mitigation, response, and recovery funds are expended nationwide, the Commonwealth specifically targets this hazard with for outreach and support to local communities. During the 2010-2012 time period, various types of technical assistance were provided to NFIP communities throughout the Commonwealth. This included Community Assistance Visits and Community Assistance Contacts, as well as assistance in the review or development of regulatory authority and ordinances. Each year, 14 Community Assistance Visits were conducted in person, as well as 10 telephone contacts to communities. In addition, 10 Community Assistance Contacts were made each year to various NFIP communities. These contacts provided information on implementing flood loss reduction measures and on floodplain management, as well as general information about the NFIP.

# Develop/Review of Regulatory Authority

As a result of new maps being created by FEMA through the Risk MAP program, enhanced emphasis has been placed on review and assistance to local communities as they update or create ordinances to ensure continued NFIP compliance and to ensure that mitigation measures are instituted that are more effective than the minimum standards. This task is in coordination with the Risk MAP program. While regular reviews of ordinances are a natural process of the technical assistance delivered by DCR, this task is also reliant upon delivery of the new/updated FEMA maps.

The assistance provided to develop new ordinances includes three NFIP-participating communities that had no previous ordinance in place (Hardwick, Hawley, and North Brookfield); one community joining as a result of the outreach conducted (Warwick); and one intending to apply (Shutesbury). The number of ordinances reviewed and updated are as follows:

- 2010—Assisted in review and update of 67 floodplain ordinances
- 2011—Assisted in review and update of 57 floodplain ordinances
- 2012—Assisted in review and update of 105 floodplain ordinances.

#### Technical Assistance for State General Law Update

During 2010-2012, DCR staff worked with the Board of Building Regulations and Standards in developing the 8th Edition of the Massachusetts State Building Code. Once completed, the updated codes more closely mirrored the I-Codes and more accurately reflected Massachusetts' permitting procedures, including the stricter standards for development on coastal dunes. The 8th Edition of the Massachusetts State Building Code consists of both IBC and IRC, with Massachusetts amendments to reflect stricter state standards that exceed the NFIP minimum requirements.

As the State Building Code no longer places flood requirements in a single section of the code, references to the State Building Code required updating within the State Model Ordinance. During the 2010-2012 time period, the State Model Ordinance was updated to reflect changes in the 8th Edition of the State Building Code.

#### **Community Information System**

All data have been updated in the Community Information System and have remained current during the 2010-2012 time period to ensure continued compliance with the NFIP by the local communities.

#### Additional Outreach

During the 2010-2012 planning cycle, several additional outreach sessions were conducted for various interest groups—many of which are new for the 2013 update. These outreach sessions consisted of presentations, workshops, meeting attendance, and regional planning agency meetings. Participants included state agencies, local officials, engineers and surveyors, lenders, members of the insurance industry, and one international association—the International Erosion Control Association Conference held in Lowell, Massachusetts. The sessions and area of focus were as follows:

- Coastal Zone Management Workshop—focus on coastal construction
- NOAA/USGS Workshop—focus on flood mapping
- Southeastern Massachusetts Building Officials Association Workshop—focus on building codes and mapping
- Williamsburg Condominiums—focus on insurance and mapping
- City of Fall River—focus on base flood elevations
- City of Cambridge—focus on floodway requirements
- Town officials (various) and Lake Wyola Association—NFIP participation
- North Shore Task Force—focus on use of flood insurance maps and studies
- Risk MAP Discovery meetings throughout the Commonwealth
- NFIP workshops for local officials (multiple sessions and locations)
- NOAA Sea Level Rise Workshop—focus on flood mapping
- Hazard Mitigation for Cemeteries Workshop Presentation
- International Erosion Control Association Conference—focus on the use of flood maps
- Mass Maritime Workshop—focus on NFIP.

Based on the outreach, the Town of Warwick completed an application and joined the NFIP, effective May 14, 2012. Several other non-participating communities in Hampden County received information related to becoming an NFIP community in preparation of the release of FEMA's flood maps.

# 3.2.4 New Technical Assistance Currently Under Development

New information developed during this 2013 update includes a survey for use by local jurisdictions updating on their plans. The survey will provide them with information to stimulate ideas for the planning process. It also will provide information to MEMA to be incorporated into future plan updates.

MEMA Mitigation Planning and All Hazards Planning Units are working together to develop a new risk ranking concept that will standardize risk terminology across planning efforts. It is a new strategy for the 2013-2016 planning cycle. This will entail training by MEMA staff in a workshop-type session.

Another concept that MEMA is contemplating is the development of a hazard mitigation user's group that would meet quarterly and be led by the Commonwealth's Hazard Mitigation Planning Coordinator. The meetings would be an exchange for best-practice discussions among partners developing plans. The intent behind this user's group is to exchange information concerning areas of difficulty where planners have developed innovative ideas, or to gain information on how to address specific plan areas with which they are having difficulties.

The Commonwealth is also developing a number of new hazard-specific studies, such as a landslide study and a fluvial geomorphic assessment to identify areas prone to fluvial erosion. Once completed, this information will become available for future local and state level plan updates.

Additional information concerning technical assistance and programmatic support can be found in Sections 2 and 17.

# 3.2.5 Local Plan Review Process Standard Operating Procedure

Most local and multi-jurisdictional hazard mitigation plans in Massachusetts are submitted through an RPA. Plans are recorded in the MEMA Mitigation Plan Database on the date that they are received at MEMA. The review process is as follows:

- Step 1—Within a maximum of 45 days, if possible, a
  planner uses the Plan Review Guide to review plan
  submissions. The planner indicates the pages and
  records qualitative comments pertaining to 44 CFR
  201.6 as well as to the mission of the SHMT and the
  SHMP.
- Step 2—If the plan meets all requirements excluding 44 CFR 201.6 (c)(5), the planner forwards the plan and the Plan Review Guide to FEMA Region I for review:

#### WHY THIS SECTION?

This section of the State Hazard Mitigation Plan meets the requirements of 44 CFR §201.4(c)(4)(ii), which states the following:

Plan Content. To be effective the plan must include a section on the Coordination of Local Mitigation Planning that includes a description of the State process and timeframe by which the local plans will be reviewed, coordinated, and linked to the State Mitigation Plan.

- The plans and Review Guide are emailed to FEMA Region I.
- MEMA planner files a copy of the plan and a printout of the email sent to FEMA.
- The submission is recorded in the MEMA Mitigation Plan Status Database.
- Step 3—After review of the submitted documents, if FEMA agrees that the plan meets the checklist, FEMA will send an "Approved Pending Adoption" letter to the RPA or community. (Skip to Step 7)
- Step 4—If the plan needs revision (FEMA does not agree that the plan meets the checklist), then the SHMT/mitigation planner provides comments and provides technical assistance to the RPA or community in order to ensure that the plan revisions are clear and executable by the RPA community.
- Step 5—The RPA or the community revises and resubmits a revised draft plan to the planner. The planner reviews the 2nd submission, confirms that it meets all the requirements, and fills out a checklist. Then the planner forwards the final draft plan and checklist to FEMA Region I for a second review.
- Step 6—FEMA Region I sends an Approved Pending Adoption letter to the RPA or the community with copies to the planner and state hazard mitigation officer. When the planner receives the Approved Pending Adoption letter, the following procedure is followed:
  - Record the conditional approval date in the MEMA Mitigation Database
  - File the letter in files for all communities listed on the letter
  - Copy the letter for the binder
  - Update the Mitigation Plan status map.

- Step 7—Upon receipt of the Approved Pending Adoption letter, the RPA or community is to formally adopt the mitigation plan by vote of its board, council, etc.
- Step 8—The RPA or community must forward the applicable documentation of local plan adoption to the planner. The planner then forwards the adoption documentation to FEMA by the following procedure:
  - The local plan adoptions are emailed to FEMA Region I.
  - MEMA planner files an official copy of plan adoption and a printout of the email sent to FEMA.
  - The submission date and date of local adoption are recorded in the MEMA Mitigation Plan Status Database.
- Step 9—FEMA reviews the adoption documentation and issues a Formal Letter of Approval
  to the RPA or community and sends a copy to the state hazard mitigation officer and
  mitigation planner.
- Step 10—Upon receipt of the Formal Approval Letter, the MEMA Planner:
  - Records the official date in the MEMA Mitigation Database and the five-year expiration date
  - Files the letter in files for all communities listed on the letter
  - Copies the letter for the binder
  - Updates the Mitigation Plan status map.
- Step 11—Three and a half years after the approval date, a letter is sent to remind the community of the upcoming plan expiration.

Provisions will be made under certain circumstances if the SHMT requires additional time to review local and regional plans. As local and multi-jurisdictional plans are approved, the hazard mitigation measures (and other elements) are entered into the Local/Regional Database, which is later incorporated into this section of the plan. For this update, measures were reviewed and analyzed by the SHMT to identify any trends and issues. Depending upon future funding, the Commonwealth will provide participating RPAs and communities with technical assistance as needed to implement cost-effective hazard mitigation measures.

# 3.2.6 Local Plan Integration

The SHMT reviews each multi-jurisdictional or local mitigation plan according to Stafford Act guidelines and applicable FEMA guidance and completes a checklist. During this review, the Commonwealth confirms that the plan is consistent with the SHMP. The State Hazard Mitigation Planning Coordinator, who is a member of the SHMT, manages this review and analysis. For this update, data from the multijurisdictional and local mitigation plans were compiled into an Excel workbook. That information is disbursed throughout the 2013 update, including (but not restricted to) goals, strategies, hazards of concern, loss estimation information (when available), hazard ranking and risk assessment data, and a more detailed written summation of various plans.

#### 3.3 STATE AND LOCAL GOALS AND STRATEGIES

During the 2010-2012 timeframe, each local jurisdiction's plan was assessed for information in the plan and to verify data concerning risk as demonstrated in the Commonwealth's plan. Information captured during this review was integrated to demonstrate that the Commonwealth and all of the jurisdictions

therein are operating under a common goal to mitigate the impact of disasters. One way to demonstrate this is through the goals that each plan is required to develop. Review of local plans submitted during this update cycle (and plans that have expired but that constitute best available data) determined that the goals of the local plans and the goals of the SHMP closely match one another. However, as indicated in Section 17, the SHMT and SHMIC, during review of goals, determined that a modification of some goals was appropriate to align more closely with the intent of the Commonwealth and the local jurisdictions. The SHMT and SHMIC also developed a mission statement for the 2013 plan update. More information on the goals and mission statement are available in Section 2 and Section 17. Review of the local plans identified a close alignment with the Commonwealth's revised goals as indicated in Table 3-1.

TABLE 3-1. 2013 STATE GOALS AND LOCAL JURISDICTION COMPARISON						
	Evaluate and analyze vulnerability in order to guide and promote sound mitigation activities through integrated planning to support a comprehensive state mitigation program.	of the	Increase coordination and cooperation between state agencies in implementing sound hazard mitigation planning and sustainable development.	Promote long-term cost-effective hazard mitigation actions that protect and promote public health and safety from all-hazards, now and under current and future conditions.	Monitor, evaluate, and disseminate information on the effectiveness of hazard mitigation actions implemented by state, local, and private partnerships.	
Berkshire Regional Planning Commission	X	X	X	X	X	
Cape Cod Commission	X	X	X	X	X	
Central Massachusetts Regional Planning Commission	X	X	X	X	X	
Franklin Regional Council of Governments	X	X		X		
Martha's Vineyard Commission	X	X			X	
Merrimack Valley Planning Commission	X		X	X		
Metropolitan Area Planning Councils (MAPC plans combined)	X	X	X	X	X	
Montachusett Regional Planning Commission	X	X		X	X	
Nantucket Planning & Economic Development Commission	X	X		X		
Northern Middlesex Council of Governments	X	X	X	X	X	
Old Colony Planning Council	X	X	X	X	X	
Pioneer Valley Planning Commission	X	X	X	X	X	
Southeastern Regional Planning and Economic Development District	X	X		X	Х	

Review of the local plans also indicated that while jurisdictions evaluated hazards in a similar manner and generally came to similar conclusions as those found of the SHMP, information with respect to dollar losses varied. There were also a few variations in additional hazards included in specific plans that relate to the local communities only, including a few non-natural hazards. One area of noted change from the previous plans to those reviewed during the 2010-2013 update cycle has been in the plan content.

Plans prepared during the initial DMA 2000 planning efforts were broad in nature. In more recent local plans, strategies, goals, objectives, and risk assessments have become more focused, providing more robust plans. During the initial plan cycle, local jurisdictions were unsure what the FEMA requirements were, and therefore were overly broad rather than succinct. Moreover, continued outreach to local jurisdictions by the SHMT to develop potential mitigation projects for grant funding after disaster events occur has proven very effective. The Commonwealth has been able to use most of the funds available, and in fact has projects on waiting lists for funding opportunities. These efforts demonstrate not only the continued expansion and robustness of the local plans, but also the Commonwealth's ability to manage grant programs and to use additional funds that may become available if enhanced status is granted.

Many local jurisdictions that have developed plans have realized the benefit of hazard mitigation planning beyond access to grant funds, finding that the plans help make the jurisdiction more resilient to hazards. Figure 3-2 shows categories in which local plans have addressed mitigation initiatives and strategies. These initiatives integrate into new programmatic efforts, develop or enhance new regulatory authority, and include structural and non-structural projects. Combined, they demonstrate the local jurisdictions' understanding of not only mitigation, but also FEMA's whole-community efforts supporting resilience through all mission areas: planning, preparedness, mitigation, response, and recovery.

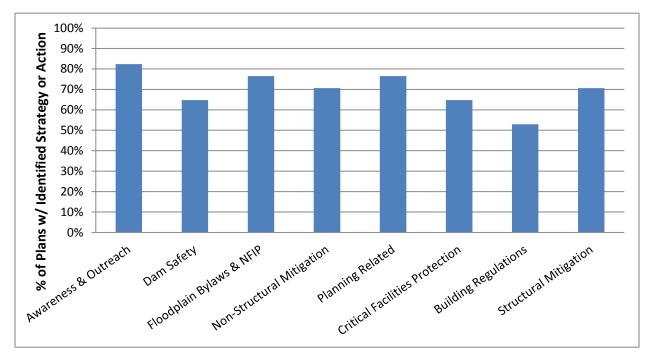


Figure 3-2. Strategies and Actions from Local Jurisdiction Plans

Table 3-2 depicts a snapshot of a few specific strategies from some of the local plans. These strategies are not verbatim from the plans, but are summarized for brevity. Many of these strategies also serve as a capability of the jurisdiction, and are redundant themes in plans by other jurisdictions. This table represents a new element in the 2013 plan.

TABLE 3-2. EXAMPLE STRATEGIES FROM LOCAL PLANS					
Mitigation Strategy	Grant Funded or Funding Eligible	Hazard <i>a</i>			
Common in Multiple Plans					
All hazards tree mitigation	Multiple Grant, Funding Sources	IS, SWS, SW, N, H			
Beaver dam flood prevention	Multiple Grant, Funding Sources	F, H, IS, SWS, SW, N			
Mobile home elevation or tie down requirements	Multiple Grant, Funding Sources	F, H, IS, SWS, SW, N			
Culvert upgrades; minor flood control projects; flood wall/berm construction	Multiple Grant, Funding Sources	F, H, IS, SWS, N, T			
Data enhancements/gathering for GIS and hazard analysis for improved risk assessments	Multiple Grant, Funding Sources	МН			
Bridge maintenance projects	Multiple Grant, Funding Sources	MH			
Martha's Vineyard					
Establish flood control district by-laws	Not Eligible	F, H, T, I, D			
Building and Zoning Advisory Committee	Not Eligible	MH			
Surface water district site plan review and permitting from board for planning and restrictions	Not Eligible	F, H			
In coordination with U.S. Army Corps of Engineers, work toward reconstruction of bridges	U.S. Army Corps of Engineers Funded	EQ, F, T, H, I, LS			
Establish FireWise communities	Various Fire and PDM/HMGP Grants	WF			
Central Massachusetts Regional Planning Commission					
Incorporate disaster mitigation actions into appropriate local and regional plans—master plans, land use, transportation, open space, and capital programming.	Not Eligible	МН			
Install heavy duty snow fences to mitigate snow drifting and subsequent icy and dangerous roadway conditions on Dresser Hill Road, Carpenter Hill Road, Osgood Street, and Brookfield Road.	Multiple Grant, Funding Sources	IS, SWS, N			
Integrate disaster mitigation concerns into transportation projects (e.g. drainage improvements, underground utilities)	Multiple Grant, Funding Sources	МН			
Metropolitan Area Planning Council (from various MAP	C plans)				
Acquire vacant flood prone lands: acquire priority open space parcels in floodplain areas to maintain flood storage and water infiltration capacity. These parcels may also be used for general conservation and recreation.		F, H, N, SWS, SW,			
Public building assessments: Assess the earthquake vulnerability of all public buildings. Investigate options to make all public buildings earthquake-resistant.	Multiple Grant, Funding Sources	EQ			
Since low-flow devices have not provided adequate mitigation for beaver-related flooding on Guelphwood Road, explore the feasibility of elevating the roadway.	Multiple Grant, Funding Sources	F, H, IS, N			
Repair the Bay View seawall	Multiple Grant, Funding Sources	F, H, IS, SWS, N, T			
Repair the eroded western coastal bank at Obear Park.	Multiple Grant, Funding Sources	F, H, N, SWS, SS			
Berkshire Regional					
Residential elevations or retrofits	Multiple Grant, Funding Sources	F, H, N, SWS, SW			
Flood mitigation via acquisitions or relocation of properties.	Multiple Grant, Funding Sources	F, H, N, SWS, SW			
a. Hazards Addressed: EQ = Earthquake; F = Flood; T = Tsunami; SWS = Severe Winter Storm; WF = Wildfire; H = Hurricane; I = Ice Storm; D = Drought; LS = Landslide; CE = Coastal Erosion; SW = Severe Weather; N = Nor'easter; MH = Multi hazard					

In addition to the strategies listed in the table, the following strategies are in four or more plans reviewed:

- Minimize and mitigate the impacts of flooding...
- Minimize and mitigate the impacts of any/all hazards
- Reduce the risk of dam failure.
- Increase the capacity of local governments to plan and mitigate natural hazards.
- Increase public awareness of natural hazard mitigation.
- Minimize the cost (financial impacts) of natural hazards.
- Hazard mitigation planning—continuity and updates.
- Implement programs to promote mitigation—apply for grants.
- Work with surrounding communities to ensure regional cooperation and solutions for hazards affecting multiple communities.
- Encourage future development in areas that are not prone to natural hazards.
- Educate the public about natural hazards and mitigation measures.
- Make efficient use of public funds for hazard mitigation.

#### 3.4 PRIORITIZING LOCAL ASSISTANCE

# 3.4.1 Hazard Mitigation Project Eligibility and Prioritization

Massachusetts has had a FEMA-approved HMGP Administrative Plan since 1986, most recently updated in 2012, which details the for prioritizing post-disaster process mitigation funding of local mitigation projects. Massachusetts has also used similar criteria to prioritize local pre-disaster mitigation grants applications. Criteria for prioritizing local assistance for hazard mitigation grants are found in the State Grants Administrative Plan (see Annex 2). Eligible projects for predisaster and post-disaster hazard mitigation funding in Massachusetts must meet the following criteria:

- Must be in conformance with a FEMA-approved local and/or multijurisdictional all-hazards mitigation plan that meets DMA 2000 planning requirements (this guideline became effective Nov. 1, 2004).
- Must be in conformance with the Massachusetts SHMP developed under DMA 2000. Massachusetts places a priority on local mitigation projects that involve the following:

#### WHY THIS SECTION?

This section of the State Hazard Mitigation Plan meets the requirements of 44 CFR §201.4(c)(4)(iii), and §201.5(b)(2)(i)and (ii), which states the following:

To be effective the plan must include a section on the Coordination of Local Mitigation Planning that includes criteria for prioritizing communities and local jurisdictions that would receive planning and project grants under available funding programs, which should include:

- · Consideration for communities with the highest risks.
- · Repetitive loss properties.
- Most intense development pressures.

Further, that for non-planning grants, a principal criterion for prioritizing grants shall be the extent to which benefits are maximized according to a cost benefit review of proposed projects and their associated costs.

**Requirement §201.5(b)(2)(i)and (ii):** [The Enhanced Plan must demonstrate] the State's project implementation capability, identifying and demonstrating the ability to implement the plan, including:

- Established eligibility criteria for multi-hazard mitigation
- A system to determine the cost effectiveness of mitigation measures, consistent with OMB Circular A-94, Guidelines and Discount Rates for Benefit-Cost Analysis of Federal Programs

- Non-structural, or low-cost solutions (e.g., updating and enforcing local flood ordinances)
- Retrofitting high-risk structures (e.g., elevating residences in coastal flood zones)
- Acquisition of repetitive loss storm-damaged structures.
- Must be in compliance with all existing Massachusetts laws and regulations for construction, land alterations, and natural resource protection, such as the Massachusetts State Building Code, the Massachusetts Wetlands Protection Act and Regulations, the Massachusetts Wetlands Restriction Act, and the Massachusetts Coastal Zone Management Policies.
- Must be in compliance with municipal ordinances and zoning regulations.
- Must be in conformance with 44 CFR, Part 9, Floodplain Management and Protection of Wetlands, and 44 CFR, Part 10, Environmental Considerations.
- Must provide a solution to a problem independently, or provide a significant functional portion of a solution being addressed in a combined project. If the project constitutes a significant functional portion of a solution being addressed, the status of any associated dependent or supporting projects must be given. There must be reasonable assurance that the total mitigation project will be completed. The identification or analysis of a problem does not automatically qualify for eligibility.
- Must meet FEMA's cost-effective criteria such as the need to substantially reduce the risk of future damage, hardship, or losses resulting from a major disaster. Documentation will be required that demonstrates:
  - The problem is repetitive and/or poses a significant risk if left unsolved. Therefore, a brief history should be provided of previous occurrences of the problem at the project location, including dates and impact of each event, and/or an analysis of projected potential damage if the project is not completed must be given.
  - Sufficient information is provided to allow comparison of the cost of the project with the anticipated value of future direct damage reduction or negative impacts on the area.
  - The proposed project has been compared to alternatives, including non-structural approaches.
  - The proposal has been determined to be the most practical, effective, and environmentally sound alternative found after consideration of all available options.
  - The project contributes to the long-term solution of the problem it addresses. Therefore, an estimate of the effective life of the project and a listing of influence factors should be included.
  - Development of the project considers any long-range alterations to the area and the
    entities that it protects, and the project has future maintenance requirements that are
    financially feasible and can be modified, if necessary, without changing the impact on the
    area.

# 3.4.2 Hazard Mitigation Project Selection

Available federal funds for pre-disaster and post-disaster hazard mitigation assistance will most likely not be sufficient to support all eligible project applications. Recommendations for funding will be made to the regional FEMA office by the Director of MEMA and the Commissioner of DCR, under advisement by the SHMIC. FEMA will make the final selection of grants to be awarded. Mitigation measures proposed should not be intended to replace a facility that was damaged but should provide more protection to life

and property than what existed prior to the storm. Proposals will be evaluated and prioritized by the SHMIC and the SHMT according to the following criteria:

- The project application clearly describes the hazard/problem the proposed mitigation project is intended to address.
- If the hazard mitigation measure is not taken, it will have a detrimental impact on the applicant, such as potential loss of life, loss of essential services, damage to critical facilities/infrastructure, and/or economic hardship.
- The proposed project clearly describes the solution to the hazard/problem. This includes a detailed scope of work, budget, and alternative analysis. The proposed project appears to be the most practical, effective, and environmentally sound alternative.
- The application describes how the proposed project will provide long-term hazard mitigation benefits. The level of protection that will exist after the project is implemented is clearly defined.
- The project application clearly demonstrates that the project is cost-effective; anticipated benefits of the mitigation activity exceed the project costs. A well-defined benefit-cost analysis is provided with relevant supporting documentation.
- The application demonstrates the capability of the applicant to implement and complete the project in a timely manner. This includes all required environmental permitting, state and local.
- The application demonstrates the commitment of the applicant to get the project accomplished. This includes providing documentation of the availability of the non-federal cost match, and a description of relevant public/private partnerships.
- The application details how the proposed mitigation activity is consistent with SHMP, the FEMA-approved hazard mitigation plan for the local jurisdiction, and other plans (comprehensive land use plans, capital improvement plans, etc.)
- The proposed project is consistent with no-adverse-impact principles. Proposed mitigation activity is sustainable (with a priority on non-structural solutions), and provides environmental benefits.
- The proposed project is in a federally declared disaster area and/or mitigates the type of hazard that caused a declared event.

Upon completion of local and/or multi-jurisdictional plans, local hazard mitigation assistance will be based in part on the risk assessments, project recommendations, and benefit-cost analyses described in these plans. Massachusetts will use its Hazard Mitigation Grants Administrative Plan to guide, review, and prioritize local hazard mitigation assistance. Table 3-3 and Table 3-4 list the HMGP and other grant program applications received since 2010.

	HMGP GRAI	TABLE 3-3 NT APPLICATIONS RECEIVED 2010-2012		
Grant #	Applicant Jurisdiction	Project Description/Title	RPA	County
1813	Beverly	Chubbs Brook	MAPC	Essex
1813	Chatham	Cotchinicut	CCC	Barnstable
1813	Chatham	Cow Yard	CCC	Barnstable
1813	Fitchburg	Columbia Ave/Dewey St	MRPC	Worcester
1813	Hudson	Brook Street	MAPC	Middlesex
1813	Marblehead	Mitigation Plan Update	MAPC	Essex
1813	MAPC	Urban Core Mitigation Plan Update	MAPC	
1813	Millis	Dover Road	MAPC	Norfolk
1813	Monson	Mechanic Street Water Main	PVPC	Hampden
1813	Northampton	Roberts Meadow Dam	PVPC	Hampshire
1813	Quincy	Spence Ave	MAPC	Norfolk
1813	Tewksbury	Pump Station Controls	NMCOG	Middlesex
1813	Westfield	Backflow valves	PVPC	Hampden
1813	Braintree	Staten Road	MAPC	Norfolk
1813	Georgetown	West Street/ Parker River	MVPC	Essex
1813	Hatfield	CT River Bank Stabilization	PVPC	Hampshire
1813	Medway	Bentwood Drainage	MAPC	Norfolk
1813	Milford	Godfrey Brook	MAPC	Norfolk
1813	Millis	Farm Street	MAPC	Norfolk
1813	Sterling	Control System	MRPC	Worcester
1813	Stockbridge	Interlaken Drainage	BRPC	Berkshire
1813	Wilbraham	Woodland Dell	PVPC	Hampden
1813	Massachusetts Board of Libraries	Mitigation for Memory	MAPC	Suffolk
1813	Northampton	River Road	PVPC	Hampshire
1895	Fitchburg	Shea Street Flood Hazard Mitigation	MRPC	Worcester
1895	Walpole	Norfolk Street Drainage Improvements	MAPC	Norfolk
1895	Plymouth	Federal Furnace Road Elevation Project/ Little West Pond Mitigation Project	OCPC	Plymouth
1895	Northampton	Channel Improvements at Roberts Meadow Brook	PVPC	Hampshire
1895	Coastal Zone Management Flood Maps	Flood Zone Identification and Delineation	MAPC	Suffolk
1895	Coastal Zone Management Homeowners	Educational Brochure for Property Owners	MAPC	Suffolk
1895	Quincy	Sagamore Creek Tide Gate	MAPC	Norfolk
1895	Winchester	All Hazard Mitigation Plan Update	MAPC	Middlesex
1895	UMASS Amherst-Geology	Improvements to Statewide Rockfall, Landslide, Stream Erosion, and Seismic Hazard Identification	PVPC	Hampshire
1895	Salem	Improvements to Canal Street Stormwater Infrastructure	MAPC	Essex

	HMGP GRAI	TABLE 3-3 NT APPLICATIONS RECEIVED 2010-2012		
Grant #	Applicant Jurisdiction	Project Description/Title	RPA	County
1895	Tewksbury	South Street at Bridge Street Roadway Flood Proofing	NMCOG	Middlesex
1895	Cohasset	Jerusalem Road Culvert Improvements	MAPC	Norfolk
1895	Concord	Spencer Brook Culvert Replacement at Westford Road	MAPC	Middlesex
1895	Middleborough	Woloski Park Neighborhood Acquisition	SRPEDD	Plymouth
1895	Danvers	Route 62 Culvert Replacement	MAPC	Essex
1895	Arlington	Colonial Village Drainage Improvements and Fottler Ave Equalization Culvert	MAPC	Middlesex
1895	Wayland	Wayland Public Library Drainage Improvements	MAPC	Middlesex
1895	Georgetown	Culvert and Roadway upgrade at Central Street (Route 97) over Penn Brook	MVPC	Essex
1895	University of Massachusetts President's Office	University of Massachusetts Multi-Campus Hazard Mitigation Plan	PVPC	Hampshire
1895	Northampton	Improvements to Rover River Road Retaining Wall/ Floodwall	PVPC	Hampshire
1895	Westfield	William Riding Way Pump Station Improvements Project	PVPC	Hampden
1895	Wakefield	Non-Structural retro-fit of 1 residence on Greenwood Street	MAPC	Middlesex
1895	Merrimack Valley Planning Commission	Merrimack Valley Region Natural Hazards Pre- Disaster Mitigation Plan Update	MVPC	Essex
1895	Goshen	East Street Culvert Replacement	FRCOG	Hampshire
1895	Wilbraham	480 Main Street Detention Basin	PVPC	Hampden
1895	Holyoke	Gatehouse Flood Control Improvement Project	PVPC	Hampden
1895	Holyoke	Riverside Station Flood Control Improvement Project	PVPC	Hampden
1895	Tyngsborough	Tyngsboro Elementary School Driveway Culvert Improvements	NMCOG	Middlesex
1895	Hamilton	Bridge Street Culvert Upgrade	MAPC	Essex
1959	Greenfield	Green River Cemetery Landslide Mitigation	FRCOG	Franklin
1959	Milton	Unquity House	MAPC	Norfolk
1959	Lynnfield	Yorkshire Drive Drainage Improvements	MAPC	Essex
1959	Tewksbury	Shawsheen Street at Heath Brook Roadway Flood Proofing	NMCOG	Middlesex
1959	Georgetown	Culvert and Roadway Upgrade Parker River at Thurlow Street	MVPC	Essex
1959	Boxborough	HMGP 5% Initiative Emergency Shelter and Emergency Service Water Well Generators Grant	MAPC	Middlesex
1959	Pioneer Valley Planning Commission	Pioneer Valley multiple Local Hazard Mitigation Plan 2011	PVPC	Hampden
1959	Dartmouth	Town of Dartmouth Natural Multi-Hazard Mitigation Plan	SRPEDD	Bristol

	HMGP GRAN	TABLE 3-3 IT APPLICATIONS RECEIVED 2010-2012		
Grant #	Applicant Jurisdiction	Project Description/Title	RPA	County
1959	Martha's Vineyard Commission	Pre-Disaster Mitigation Plans for Dukes County Towns	MVC	Dukes
1959	Whately	Mill River Bank Stabilization	FRCOG	Franklin
1959	Buckland	South Street Culvert Replacement	FRCOG	Franklin
1959	Montague	Millers Falls Road Soil Stabilization	FRCOG	Franklin
1959	Deerfield	Little Meadow Road Riverbank Stabilization	PVPC	Franklin
1994	Concord	Culvert Replacement at Fitchburg Turnpike	MAPC	Middlesex
1994	Concord	Culvert Replacement and Drainage Improvements at Lowell Road	MAPC	Middlesex
1994	Southborough	Cordaville Hall, Emergency Generator System	MAPC	Worcester
4028	Agawam	Agawam Town Hall Generator	PVPC	Hampden
4028	Chelmsford	Merrimack River Bank Stabilization and Sewer Protection at Wellman Road	NMCOG	Middlesex
1994	UMASS Amherst	Improvements to Statewide Seismic Risk ID and Est. of an Ops EQ Forecasting System	PVPC	Hampshire
1994	New Bedford	Natural Hazard Disaster Mitigation Plan Revision	SRPEDD	Bristol
1994	Savoy	Town of Savoy Hazard Mitigation Plan	BRPC	Berkshire
1994	Westford	Route 40 Culvert Improvement Project	NMCOG	Middlesex
4028	Gloucester	Poplar Street Flood Mitigation Project	MAPC	Essex
1994	Tewksbury	Culvert and Roadway Improvements at Pinnacle Street	NMCOG	Middlesex
1994	Cohasset	Flood-Proofing Sewer Manholes and Collection System in Floodplain	MAPC	Norfolk
4028	Tewksbury	Sewer Pumping Station Emergency Backup Generators	NMCOG	Middlesex
1994	Mattapoisett	Local Natural Hazards Mitigation Plan	SRPEDD	Plymouth
4028	Milford	Main Street Culvert Improvements at Godfrey Brook	MAPC	Worcester
4028	Saugus	Saugus River at Elm Street Flood Mitigation	MAPC	Essex
4028	Edgartown	Edgartown Dock Street Pump Station Upgrade	MVC	Dukes
1994	Marblehead Water and Sewer Commission	Pleasant Street Area Drainage Improvements	MAPC	Essex
1994	Wilbraham	Department of Public Works Facility Generator	PVPC	Hampden
4028	Easton	Town Hall Generator	OCPC	Bristol
1994	DCR Division of Water Supply Protection Quabbin Reservoir	Gate 8 Culvert Replacement	PVPC	Hampshire
1994	Williamstown	Spruces Mobile Home Park: Acquisition and Mitigation	BRPC	Berkshire
1994	Westport	All Hazard Mitigation Plan Update	SRPEDD	Bristol

# TABLE 3-4 2010-2012 GRANT APPLICATIONS FOR FLOOD MITIGATION ASSISTANCE, LEGISLATIVE PRE-DISASTER MITIGATION, PRE-DISASTER MITIGATION COMPETITIVE, AND SEVERE REPETITIVE LOSS

Grant #	Applicant Jurisdiction	Project Description/Title	RPA	County		
Flood Mit	Flood Mitigation Assistance Grant Program					
2010	Scituate	2010 FMA Elevation Project	MAPC	Plymouth		
Legislative	e Pre-Disaster Mitigation Gra	nt Program				
2010	Lanesborough	Putnam Rd. Improvement	BRPC	Berkshire		
2010	Winthrop	Point Shirley Flood Protection & Water Main Replacement Project	MAPC	Essex		
Pre-Disast	er Mitigation Competitive Gr	ant Program				
2010	Braintree	Staten Road & Dickerman Lane Culverts Upgrade	MAPC	Suffolk		
2010	Northern Middlesex Council of Governments	Pre-Disaster Mitigation Plan for the Northern Middlesex Region	NMCOG	Middlesex		
2010	Salisbury	Town Creek Flooding Project	Essex	MVPC		
2010	Old Colony Planning Council	OCPC Regional Multi-hazard Pre Disaster Mitigation Plan Update	OCPC	Plymouth		
2011	Berkshire Regional Planning Commission	Multi-Jurisdictional Hazard Mitigation Plan	BRPC	Berkshire		
2011	Pioneer Valley Planning Commission	Pioneer Valley multiple local multi-hazard mitigation plans	PVPC	Hampden		
2011	Montachusett Regional Planning Commission	Montachusett Region Multi-hazard Mitigation Plan—Update	MRPC	Worcester		
2011	University of Massachusetts Medical School	University of Massachusetts Medical School Multi-hazard Mitigation Planning 2011	CMRPC	Worcester		
2012	Dartmouth	Natural Multi-Hazard Mitigation Plan	SRPEDD	Bristol		
Severe Rep	Severe Repetitive Loss Grant Program					
2012	Scituate	2012 Severe Repetitive Loss Elevation Project	MAPC	Plymouth		